



CHAPTER 4. PARKS AND RECREATION ELEMENT

4.1 Introduction

4.1.1 PURPOSE AND INTENT

The Parks and Recreation Element directs the next 20 years of parks, trails, and open space acquisition and development. The element reflects public input received from a community-wide survey, community comments, and a level-of-service analysis for the park and recreation needs of Duvall residents. This element builds upon the Park, Trails and Open Space (PTOS) Plan (City of Duvall, 2008) and presents updated information.

The following Goals and Policies reflect the community's belief that parks, trails, and open spaces are places to improve public health, protect environmental and cultural resources, and encourage community gathering and learning -- fundamental components of what makes Duvall a great place to live, work, and visit. The Goals and Policies provide long-term guidance for maintaining, enhancing, and providing additional high-quality park and recreation opportunities to improve the quality of life for Duvall's residents and visitors. The Park and Recreation Element Analysis following the Goals and Policies describes the applicable regulatory framework, inventories Duvall's existing park and open space resources, analyzes park and open space demands and needs, and provides a funding framework for parks maintenance and acquisition.

4.2 Goals and Policies

GOAL PR1: Recreation opportunities are available for all ages and interest groups.

Policies

- PR 1.1 Encourage the development and extension of active and passive recreation opportunities.
- PR 1.2 Pursue additional land acquisition to expand existing recreation facilities, particularly those that are heavily used and highly regarded.
- PR 1.3 Provide adequate support facilities, including restrooms, parking, paths, lighting, and security measures for safe, accessible, and comfortable use of the system.



Photo PR-1. Elementary school students at a nature trail dedication ceremony

Source: Project Learning Tree, 2012



- PR 1.4 Support the development of shared- and multi-use facilities that host athletic events, performing arts, community meetings, and other community events on a year-round basis.
- PR 1.5 Encourage the development of recreation programs and facilities for all demographic sectors including citizens with physical and developmental disabilities.
- PR 1.6 Encourage creation of public spaces or commons associated with the development of public education and institutional uses.
- PR 1.7 Review and update the McCormick Park Plan to determine long-range site potential. The plan should be based on an updated inventory of the park and determine the extent of potential active and passive park use.
- PR 1.8 Require all new residential subdivisions to provide open space, including appropriately-scaled active- and passive-recreation features to serve the project-based need.
- PR 1.9 Identify and acquire additional undeveloped lands for parks, trails and open space within the city and UGA.

GOAL PR2: Park, recreation, trail, and open space resources are effectively and efficiently preserved, maintained, developed, and managed to meet the needs of existing and future users.

Policies

- PR 2.1 Supplement paid parks, trail, and open space maintenance with volunteer efforts.
- PR 2.2 Encourage sustainable, low-impact, high-quality design and development techniques.
- PR 2.3 Consider and address ongoing maintenance costs prior to the development of new park facilities or expansion of existing facilities.
- PR 2.4 Encourage shared development and maintenance costs for joint-use facilities.
- PR 2.5 Develop and implement an “Adopt-a-Park” program to provide opportunities for community members to engage in park maintenance and improvements.
- PR 2.6 Design and develop recreation opportunities on vacant and underutilized park properties the City currently owns.
- PR 2.7 Support development of park, trail, and open space projects identified in the Capital Improvement Plan (CIP).
- PR 2.8 Pursue the acquisition and development of an urban park in the Old Town area.
- PR 2.9 Complete the acquisition of McCormick Park property adjacent to Duvall Village and the construction of trail network from Duvall Village to the Snoqualmie Valley Trail.
- PR 2.10 Consider the creation of a Metropolitan Park District that evaluates the long term financial needs and sustainability of existing and future parks, trails, and open space.

- PR 2.11 Create Master Park Plans for new and existing parks that identify a vision, long term needs, cost, maintenance, and replacement.

GOAL PR3: Significant natural resource areas and features are protected and preserved for the enjoyment of current and future generations.

Policies

- PR 3.1 Preserve and protect sensitive areas, including wetlands, open space, woodlands, streams and their corridors, steep slopes, shorelines, and other unique natural features.
- PR 3.2 Ensure that park development adjacent to the Snoqualmie River and areastreams protects and/or enhances critical salmon habitat.
- PR 3.3 Ensure that activities in parks within the shoreline jurisdiction of Snoqualmie River and area streams are in compliance with the adopted shoreline and sensitive areas regulations.
- PR 3.4 Evaluate stream erosion at McCormick Park and consider the implementation of an erosion protection strategy.
- PR 3.5 Encourage the implementation of appropriate natural resource projects within the park, trail and open space system such as those detailed in Habitat Assessment Existing Conditions Report (Herrera, 2002), Fish Habitat Restoration Plans (Herrera, 2002), and future studies.
- PR 3.6 Pursue the acquisition of additional undeveloped open space located adjacent to the Snoqualmie River. Encourage the preservation and restoration of native vegetation in natural areas and open spaces throughout the city, and control the spread of noxious weeds.
- PR 3.7 Foster and promote environmental awareness and stewardship within the city.

GOAL PR4: Significant cultural and historical resources are preserved and enhanced to enrich Duvall's heritage and provide learning opportunities.

Policies

- PR 4.1 Work with historical and cultural resource groups to incorporate community activities into the park and recreation system.
- PR 4.2 Incorporate historic and cultural lands, sites, artifacts, and facilities into the park system.
- PR 4.3 Support the inclusion of public art in parks throughout the city.
- PR 4.4 Support the development of a heritage park on the Burhen property south of Big Rock Road, with a vision for a museum, open space, trails, and preservation of the historic farmstead site.
- PR 4.5 Integrate the future use of Big Rock Park into the Burhen property heritage park, and create a trail connection between the parks.

GOAL PR5: Environmental features, public facilities, schools, neighborhoods, and business districts are interconnected via a comprehensive system of multi-purpose trails.

Policies

- PR 5.1 Connect residential neighborhoods to each other as well as to nearby schools, parks, regional trails, and community facilities via a trail network.
- PR 5.2 Link new trails to existing and proposed trails where appropriate using natural areas (e.g., stream buffers, wetland buffers) to create these linkages wherever possible.
- PR 5.3 Coordinate park planning with infrastructure and transportation planning for new trails, bike routes, walkways, and safe street crossings.
- PR 5.4 Integrate Duvall parks, facilities, trails and open spaces with other local, state, federal and private park and recreational lands and facilities to best serve recreation users.

GOAL PR6: Parks and recreation use is encouraged and promotes public health and quality of life.

Policies

- PR 6.1 Implement a public outreach and way-finding program to help citizens better locate and use City parks, trails, and open space.
- PR 6.2 Encourage physical activity by all City residents, including walking to parks, schools and community facilities.
- PR 6.3 Coordinate planning for park, trail, and open space programs and facilities with Healthy Communities policies found in the Transportation Element.
- PR 6.4 Provide educational materials for the cultural, historical and natural resource elements in the park, trails and open space system.



Photo PR-2. Big Rock Ball Fields

Source: City of Duvall

- PR 6.5 Develop better access to information about parks through online materials and an easily recognizable signage system.
- PR 6.6 Develop a system of informational and display kiosks.
- PR 6.7 Develop park, trail, and open space programs that encourage and cultivate cultural and recreational opportunities for area tourists.



Photo PR-3. Informational sign at McCormick Park
Source: Willhite Web

GOAL PR7: Goals and policies contained in the Comprehensive Plan and PTOS Plan are implemented using balanced and consistent funding sources.

Policies

- PR 7.1 Use the PTOS Plan to guide acquisition of park land, recreational facilities, and open space.
- PR 7.2 Acquire and develop parks to meet the City's park, recreation, trails and open space LOS standards.
- PR 7.3 Periodically update the PTOS Plan to reflect changes in demographics, recreation trends, and local conditions.
- PR 7.4 Consider funding parks and recreation facilities through a variety of funding sources described in this Element, including grants, tax levies, and a GMA-based park impact fee.
- PR 7.5 Update the CIP on a regular (annual or bi-annual) basis in order to identify and budget for park, trail, and open space projects.
- PR 7.6 Create a dedicated fund or restrict existing funds to pay for the existing community's proportionate share of future parks, trail, and open space system improvements.

GOAL PR8: Coordination between public, private, and non-profit entities maximizes parks and recreation opportunities and the public's investment in these community resources.

Policies

- PR 8.1 Cooperate with federal, State, County, and City agencies and with private landowners in the region to expand and implement trail projects of local and regional significance.
- PR 8.2 Work with Puget Sound Energy (PSE) to acquire appropriate rights to existing utility corridors for trail linkages to be developed for both wildlife and public use.

- PR 8.3 Work with King and Snohomish Counties to encourage the continuation of the Snoqualmie Valley Trail to the north of Duvall.
- PR 8.4 Work with King County Department of Parks and Recreation to support local connections to the Tolt Pipeline Trail.
- PR 8.5 Support collaborative use agreements between the school district, recreational organizations, park users, and the City of Duvall.
- PR 8.6 Support private and non-profit recreation providers and work with private recreation providers to explore the feasibility of private facilities in the long-term.
- PR 8.7 Cooperate with other public and private agencies and landowners to acquire and preserve additional waterfront access for recreational activities.
- PR 8.8 Improve, enhance, maintain, and develop parks, trails, trailheads, access, and additional facilities through cooperation with other agencies.

4.3 Parks and Recreation Element Analysis

This section describes the regulatory setting, existing inventory, demands and needs, and funding sources for Duvall's parks, trails, open spaces, historic, and cultural areas. Additional detail about Duvall's parks and recreation resources is provided in the PTOS Plan (City of Duvall, 2008).

4.3.1 REGULATORY SETTING

4.3.1.1 Washington's Growth Management Act (GMA)

According to the GMA (RCW 36.70A.070(8)), local jurisdictions are required to include a parks and recreation element in their comprehensive plan. As stated in the statute, the element must implement and be consistent with the parks and recreation facilities identified in the Capital Facilities Element. The element must also include three components:

- Estimates of park and recreation demand for at least a 10-year period;
- An evaluation of facilities and service needs;
- An evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

The PTOS Plan is intended to meet these directives. It estimates park, trails, and open space demand through 2028, identifies park facility service levels and needs to meet anticipated demand, and identifies opportunities for intergovernmental coordination. The PTOS Plan was adopted as part of the 2008 Comprehensive Plan update and serves as the foundation for the analysis and policy guidance found in this Element. The City intends to update the PTOS Plan regularly to address evolving community needs and resources.

4.3.1.2 Washington Recreation and Conservation Office

A significant source of grant funding for parks and recreation in the State of Washington is the Recreation and Conservation Office (RCO). RCO oversees parks and recreation planning throughout the state. Through its grant program and ongoing planning activities, RCO seeks to enhance and maintain statewide opportunities for recreation, protect the best of the state's wild lands, and contribute to the State's efforts to recover threatened and endangered salmon species.

The RCO program provides leadership, funding, and technical assistance to help communities plan for, and implement, parks and recreation projects. These projects may include trails, playfields, and other park facilities. In addition, the program helps to protect and restore the State's important habitats and biological heritage through open space protection and conservation.

4.3.1.3 Countywide Planning Policies

The King County Countywide Planning Policies require the identification and protection of local open space in comprehensive plans. The Community Character and Open Space chapter of the King County Comprehensive Plan includes a requirement that all jurisdictions shall identify, establish, and protect recreational, open space and environmentally sensitive areas (King County, 2012). This requirement encourages policies that establish programs that contribute to the protection and stewardship of open space lands and corridors.

4.3.2 PARK PLANNING PROCESS

Building on past parks and recreation planning efforts by the City, the 2008 PTOS Plan provides a long-term vision for Duvall's park, trail and open space resources. It analyzed the current system of parks, trails, and open space; identified park and recreation needs in the community; and recommended a future system of parks, trails, and open space for 20 years. It is intended to be updated regularly to address evolving community needs and resources.

As part of the Park Element update the city re-committed to a long standing agreement between the City of Duvall and the property owner of the Thayer Barn site. The City has reincorporated the 1995 Amended Pre-Annexation Agreement commitments into the Parks and Recreation Element. The City agreed to purchase approximately 7 acres of open space to complete a portion of McCormick Park west of the Snoqualmie Valley Trail and to provide park impact fee credits for the construction of a shared parking lot with trail head parking and landscaping, and trail construction to the Snoqualmie Valley Trail.

4.3.3 PARKS INVENTORY

The City of Duvall owns and maintains several parks and open space areas, including pocket parks, neighborhood parks, community parks, trails, open space, and special use areas such as historic or cultural facilities. These areas provide a variety of recreational opportunities for Duvall citizens and are defined in detail in the PTOS Plan (City of Duvall, 2008). Table PR-1 presents a summary of existing park and open space resources in Duvall. Figure PR-1 depicts the location of parks and open space areas owned by both the City of Duvall and other entities. Figure PR-2 shows the location of trails and sidewalks in Duvall.

The PTOS Plan identifies several types of park and recreation facilities in Duvall. They are described as follows:

4.3.4 POCKET PARKS

Pocket parks are typically small areas used to provide specific recreation opportunities (e.g., a playground, benches, etc.) for a local population with limited or no convenient access to larger parks (neighborhood, community, etc.). Pocket parks are generally accessed by foot (or other non-motorized means of travel) and do not have designated parking. Pocket parks are generally up to one acre in size.

4.3.5 NEIGHBORHOOD PARKS

Neighborhood parks are generally considered the basic unit of a park system. These parks provide a variety of recreation opportunities for people living within a $\frac{1}{4}$ - $\frac{1}{2}$ mile radius of the park that is uninterrupted by a barrier, such as a major road or topographic feature. Neighborhood parks may include landscaped and/or open space areas, but tend to provide developed recreation facilities (e.g. single ball field, single court, in-park trails, picnic areas, etc.). Neighborhood parks include designated parking. These parks tend to be 1 to 10 acres in size.

4.3.6 COMMUNITY PARKS

Community parks serve a broader purpose and population base compared to neighborhood parks. These parks may meet both developed (i.e., constructed) recreation, as well as open space needs. Community parks are meant to provide recreation opportunities to people living within a $1\frac{1}{2}$ mile radius and typically have designated parking for users, although non-motorized access and connections are encouraged. The level of development in a community park may range from light use (e.g., single-use soft surface trails, picnic sites, and non-delineated play fields, etc.) to high (e.g., multiple delineated ball fields, multiple sports courts, paved trails, group picnic shelters, etc.). Community parks may include special recreation facility features, such as a boat launch, ice rink, or swimming pool. These parks tend to be 10 to 50 acres in size, but can be smaller if the park supplies a community recreation need.

4.3.7 TRAILS

In general, a trail is a land or water corridor that provides recreational, aesthetic, transportation, or educational opportunities to motorized or non-motorized users of all ages and abilities. Types of trails include local trails and regional trails. Local trails are in-park trails (single or multi-purpose hard surface trails) that emphasize safe travel between parks or other community features. Regional trails are single or multi-purpose hard or soft surface trails that cross community boundaries and connect significant regional destinations.

4.3.8 OPEN SPACE

Open space areas tend to be set aside for the preservation of natural/significant resources, remnant landscapes, or as visual buffers. These areas may also serve important ecological functions that would be lost in more highly developed park environments. While recreation use is not necessarily precluded in open space areas, appropriate uses tend to be limited to those activities that do not require highly developed facilities (e.g. bird watching, nature appreciation, walking/hiking, etc.). Open space lands can be managed for their natural or visual resource values.

4.3.9 SPECIAL USE

Special uses are those facilities or areas with historic or cultural significance to the community. They can serve the local population or provide a regional draw. A prime example found in Duvall is the Dougherty Farmstead.

4.3.10 INVENTORY OF PARKS, TRAILS, AND OPEN SPACE

An inventory of existing City-owned and non-City operated parks, trails and open spaces is in Chapter 5 of the PTOS Plan (City of Duvall, 2008 and as updated). Figure PR-1 illustrates the City of Duvall Park System and Figure PR-2 illustrates Existing Trails and Sidewalks.

4.3.11 INVENTORY OF EXISTING CITY-OWNED PARKS AND OPEN SPACE

In addition to the City-owned properties listed in Table PR-1, other public recreation providers and the Riverview School District No. 407 operate parks, recreation facilities, and trails in and around Duvall. These facilities are listed below in Table PR-2. In combination, these facilities provide residents with a variety of park, recreation, and open space opportunities.

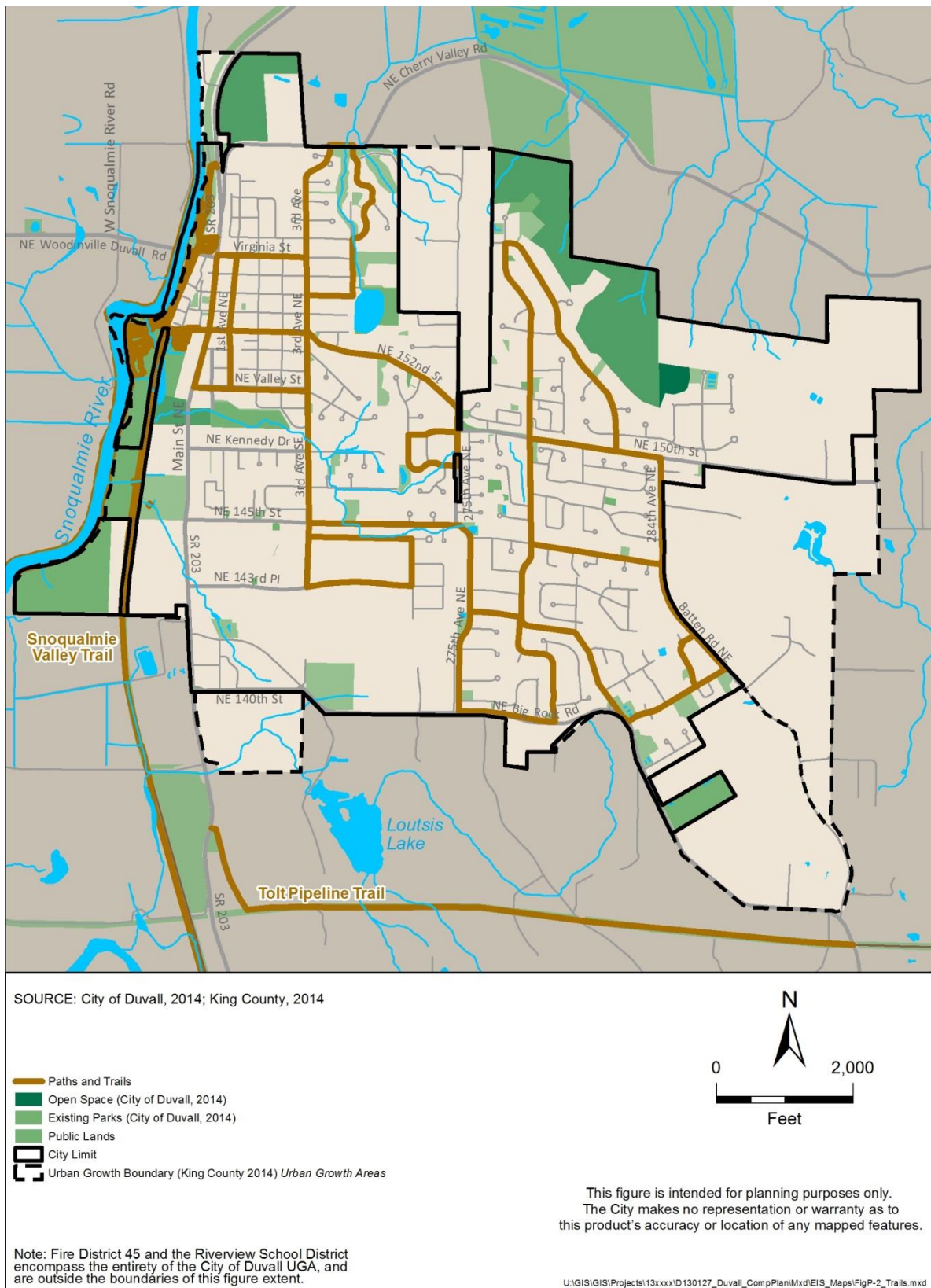
This map illustrates the Snoqualmie Valley area, highlighting the Snoqualmie River and Loutsis Lake. Key trails shown include the Snoqualmie Valley Trail and the Tolt Pipeline Trail. The map also displays a network of roads, including NE Cherry Valley Rd, NE Woodville Duvall Rd, Virginia St, 3rd Ave NE, NE 152nd St, NE 150th St, NE 145th St, NE 143rd Pl, NE 140th St, NE 275th Ave NE, NE 284th Ave NE, NE 29th Ave NE, and NE 30th Ave NE. State Routes 203 and 204 are also indicated.

 Paths and Trails
 Open Space (City of Duval, 2014)
 Existing Parks (City of Duval, 2014)
 Public Lands
 City Limit
 Urban Growth Boundary (King County 2014) *Urban Growth Areas*

This figure is intended for planning purposes only.
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this product's accuracy or location of any mapped features.

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Figure PR-2. Existing Trails and Sidewalks





4.3.12 DEMAND AND NEED ANALYSIS

Demand and needs were estimated based on three sources: (1) level-of-service (LOS) standards commonly used to measure the amount and quality of a public service or facility that should be provided to meet a community's adopted goals or standards; (2) existing sources of statewide and regional population/demographic trends and recreation participation estimates and demand; and (3) a resident household survey that was completed during the development of the PTOS Plan (City of Duvall, 2008). State and regional participation data indicates a general need for park, trail, and recreation facilities and provides justification for building certain facilities to meet this demand.

4.3.12.1 Level of Service (LOS) Standards

In park, recreation, trail, and open space planning, local jurisdictions establish the number and type of park facilities, trails, and open space resources that are necessary to adequately serve the needs of their citizens. LOS standards allow jurisdictions to measure progress toward meeting established targets over time. By periodically comparing current levels of performance with established LOS standards, Duvall can determine if it is progressing toward their goals.

Table PR-1. City of Duvall Parks and Recreation LOS Standards.

Park Type	LOS Standard
Pocket	$\frac{1}{4}$ mile (5-minute walk) to a pocket park
Neighborhood	$\frac{1}{3}$ mile (10-minute walk) to a neighborhood park
Community	$\frac{3}{4}$ miles (5-minute bike ride) to a community park
Regional	No recommended LOS radii (City is not expected to provide regional parks)
Non-Motorized Trails	Continuous network of sidewalks and trails throughout the city

Source: RCO, 2007; City of Duvall, 2008.

The City of Duvall adopts the level of service standards set forth in Tables PR-1 and PR-2. A more detailed analysis of LOS standards is located in the PTOS Plan (City of Duvall, 2008).

4.3.12.2 10-Year Demand Summary for Parks, Trails, and Open Space

The park and recreation element of a comprehensive plan should provide estimates of park and recreation demand for at least a ten-year period. The City of Duvall's PTOS Plan provides a detailed assessment of recreation demand through 2028 based on demographic trends, regional and statewide recreation participation trends, and a household survey that was completed as a component of the development of the PTOS Plan. While some information from the PTOS Plan is repeated here, the summary below specifically identifies demand that can be attributed to the first 10-year timeframe (through 2025) of the Comprehensive Plan's 20-year planning horizon.

In April 2015, the estimated population of Duvall was approximately 7,345 (OFM, 2015). The population is expected to grow at an annual average rate of 1.4% per year. State and regional participation data



indicate the general need for parks, trails, and recreation facilities and provide justification for building certain facilities to meet this demand. In 2007, RCO completed a statewide survey of recreation participation which indicates participation rates for specific regions, as well as the state overall (RCO, 2007). The top activities (based on participation rates) in King County included walking, picnicking, and sightseeing. The complete list is in Chapter 6 of the PTOS Plan (City of Duvall, 2008).

Duvall's resident household survey included households within the City and the Urban Growth Area (UGA). It was conducted to understand residents' use of, and preferences for, parks, trails, and open space. The survey examined recreation activity participation rates and identified park, trail, and open space demand in Duvall. The survey did not delineate a 10-year planning timeframe for recreation needs and demand (City of Duvall, 2008). According to the household survey, Duvall's top recreation activities include walking, bicycling, and using playground equipment. The complete list is in Chapter 6 of the PTOS Plan (City of Duvall, 2008).

Table PR-1 identifies the ten-year demand for parks based on the City's level of service by recreation facility type. The table includes the current and new Level of Service (LOS).

Table PR-2. Ten-year demand for parks based on the City of Duvall's level of service.

Recreation Facility Type	City of Duvall New Parks LOS Standards	10 year demand for parks/facilities	Current LOS Provided by Existing Facilities
Neighborhood (acres)	2 acres per 1,000 people	16.8 acres	1.5 acres per 1,000 people
Community (acres)	8 acres per 1,000 people	67.2 acres	12.7 acres per 1,000 people
Trails (miles)	0.5 miles per 1,000 people	4.2 miles	0.3 miles per 1,000 people
Baseball/Softball	1 per 5,000 people	2	1.8 per 5,000 people
Football/Soccer	1 per 10,000 people	1	1.8 per 10,000 people
Tennis Courts	1 per 2,000 people	4.2	0.4 per 2,000 people
Basketball Courts	1 per 5,000 people	2	1.8 per 5,000 people
Playgrounds	1 per 3,000 people	2.8	2.1 per 3,000 people

Note: The ten year demand analysis assumes a population of 8,400 residents by the year 2025 based on the 2014 PSRC and Use Targets (PSRC, 2014).

4.3.12.3 Parks and Recreation Facility Service Area

Park and recreation facilities within the Duvall planning area serve residents within Duvall; residents within the unincorporated UGA surrounding Duvall; a regional and tourist service area comprised of residents of the eastern portion of King County; and a tourist service area comprised of residents and



visitors who travel to Duvall to gain access to the Snoqualmie Valley and Tolt Pipeline Trails. Park and recreation facilities within Duvall serve both the residents of Duvall and the immediate unincorporated area surrounding Duvall including the Duvall UGA.

4.3.12.4 Capital Improvement Plan (CIP)

The Parks CIP within the PTOS includes long-term park and trail development and improvement projects for the next 20 years. These projects are the result of the overall PTOS Plan study effort that included a LOS analysis and input from the public (PTOS, 2008).

4.3.13 PAYING FOR PARKS

Implementation of the 20-year PTOS Plan requires the City to enact a number of implementation strategies and actions. Major funding sources for park and recreation facilities can include property taxes, general obligation bonds, real estate excise taxes, grants, and pass-through monies. The City also collects a park impact fee of a specified dollar amount from developers for each residential unit constructed.

4.3.13.1 Potential Revenue Sources

Some of the potential revenue sources for new parks and recreation development in Duvall may include the following: park impact fees; user/concession fees; special use agreements; public-private partnerships, service contracts, concessions, and joint development ventures; land leases; grants; donations; general obligation bonds; special improvement districts (SID); sales tax; and real estate excise tax (REET). A more detailed discussion about administration of revenue sources is in Chapter 7 and Appendix F of the PTOS Plan (City of Duvall, 2008).

4.3.13.2 Funding Strategies

In considering various park and recreation revenue sources as described above, funding sources should generally be matched to specific needs in order to avoid duplication and to take advantage of each fund's specific possibilities. Specific funding strategies may include: park and recreation program services user fees; general fund resources for facility operation, maintenance and minor construction; and facility development. Capital improvements can be funded through the general fund, real estate excise taxes, park impact fees, or other funding sources as discussed above (City of Duvall, 2008)

4.4 References

Adopt-A-Park. Digital image. *Parks, Recreation & Community Services*. City of Reno, n.d. Web. 05 Jan. 2016.

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Children Walking on Nature Trail. Digital image. *A New York School Completes a Nature Trail to Create a Pathway to Learning*. Project Learning Tree, 25 June 2012. Web. 05 Jan. 2016.

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